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Integrating data for integrating migrants. A multisource approach to migration statistics

Prepared by the National Institute of Statistics of Italy

Summary

This paper describes the efforts of the Italian National Institute of Statistics to improve integration between a residence permits database and other population registers. The new approach has considerably enhanced the quality and the richness of the statistics produced. The goal is to establish an integrated archive of foreign population to enable compiling statistics on the demographic and social changes of foreigners. Furthermore, the integrated archive constitutes a basis for carrying out periodic sample surveys on specific sub-populations and themes. The integration of different kinds of data sources is a crucial step towards developing an effective system for the monitoring of migration.

The paper is presented for discussion to the Conference of European Statisticians seminar on migration statistics.

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I. Introduction

1. The latest statistics provide a snapshot of Italy as a country with a resident foreign population of more than 4 million, around 7 per cent of the total population. One of the distinctive features of immigration in Italy is the variety of countries from which immigrants come. Legal foreign residents come to Italy from all over the world: the majority from the East European countries, others from North Africa, Asia, Central and South America. In fact, while specific nationalities tend to concentrate in some areas of the country, the foreign population as a whole remains very varied. Over the last 20 years Italy has changed from being a corridor for migration into being one of the destinations of choice for migratory flows.

2. Although political debate on the subject of immigration in Italy often focusses on how many immigrants there are, where they come from and how many should be allowed to stay, the focus is shifting towards analysing immigration and introducing effective policies. In fact, despite the reduction in financial resources allocated to immigration and integration policies due to the economic crisis, the number of new entries to the country is decreasing and the population with a migratory background seems to be settling in the country. This is demonstrated by the growing number of children born in Italy with foreign parents, the rise in citizenship acquisitions and the increasing number of first and second generation immigrants in schools. This change raises some new policy issues associated with primary needs, social integration and inter-cultural dialogue.

3. There are a number of statistical sources on migratory flows and the presence of foreign nationals in Italy, which provide a wide range of information. However, each source can only offer a partial view of immigration. In order to gain a complete overview of the migratory situation, statisticians need to move from recording individual events to using an "information system" for mainstreaming migration. The term integration, which is important for policy making, is also a key term for adapting statistics to the new requirements for information on this theme. In this sense, the Italian National Institute of Statistics (ISTAT) has attached four meanings to the concept of integration:

(a) Integration as attention to the processes of inclusion/exclusion of foreigners in Italy (through specific space dedicated to the issue in traditional surveys and new surveys);

(b) Integration as integration of institutions that deal with data and policies about migrations and migrants;

(c) Integration of data at micro-level (record linkage) for new indicators;

(d) Integrated dissemination of the results for the efficiency and effectiveness of policies.

4. Official statistics have gone through a transformation that has required opening up towards inter-disciplinary research. This requires provision of more data for analyses of demographic issues and formulating conceptual frameworks within which the information generated can acquire more meaning and be more informative.

5. The Italian experience may be seen as a part of an international development to considering all aspects of integration. In fact, migration is a trans-national phenomenon, making it essential to maintain a constant dialogue with other countries and in particular other European Union member states both in terms of policies and statistics. As a result, governance of immigration on a European level is only possible if based on shared definitions, metadata and statistics.

6. The approval of the European Parliament Regulation on European statistics on migration and international protection (EC) No 862/2007 represented a milestone in improving the quantity and quality of information available, as well as a first step towards directing the attention of statistics to the various forms of integration mentioned above. The regulation considerably boosted collaboration between ISTAT and Ministries (in particular the Interior Ministry), leading to the production of information based on integrated data from different surveys. In general, it led to a greater understanding of the importance of wide-ranging and accurate statistics on migration, applications for citizenship, international protection, prevention of illegal entry and presence, residence permits for third country nationals and repatriation.

7. However, as the Director General of Eurostat, Mr. Radermacher, noted in 2009, although the regulation "...covers a wide range of migration-related statistics, it does not go beyond producing counts of the numbers of migrants, with only basic disaggregation by administrative immigration categories and by age and sex", and only represents the first step towards understanding the migratory phenomenon. It is clear, therefore, that more information is needed on the economic and social condition of migrants, on both national and international levels.

8. The Zaragoza Declaration adopted in April 2010 provided an additional stimulus for public statistics, identifying fundamental areas and indicators for understanding migrant integration. ISTAT has also been working intensely on the Zaragoza indicators, in partnership with certain Ministries. As a result, ISTAT and the Interior Ministry held a conference in June 2013, financed by the European Integration Fund (EIF). The work also resulted in the publication of a volume on *Integration: knowing, measuring, evaluating integration*[1] which also considers statistics needed to measure, understand and assess the phenomenon. Contributions by researchers were important in finalising the publication.

9. The lesson learned from the work done over the last few years showed that using a range of information from different sources is an important first step towards developing a systemic approach to studying migration. The real strategic goal, however, given recent technological advances, is to link between administrative registers and sample surveys.

II. Integration as attention to the processes of inclusion/exclusion of foreigners in Italy through specific space dedicated to the issue in traditional surveys and a new survey

10. As early as in the 1990s, ISTAT developed statistics on the presence of foreigners and migration. This included introducing a variable on citizenship in most surveys and administrative registers, such as those on residence permits that are particularly important for quantifying the foreign population. In the last decade of the 20th century, migration statistics were extended and it became clear that it was no longer sufficient simply to provide figures on how many immigrants there are and where they come from. Instead, more information was required in order to develop effective and efficient migration policies. The multi-dimensionality of migration called for greater attention, especially from year 2000 onwards.

11. The conference organised by ISTAT in December 2006 on "Foreigners in Italy: analysis and verification" represented an opportunity for summing up the situation not only

[1] www.ISTAT.it/it/archivio/92828

in terms of statistics on foreigners, but also, as repeatedly emphasised during the conference, to highlight the main goals for furthering the understanding of migration. The opening speech emphasised the importance of developing "a greater quantity and quality of statistical information, allowing us to grasp a better understanding of the role of immigration in the job market, territorial and social mobility of families and the welfare system". The areas identified as most urgently requiring development were the verification of the size and characteristics of the foreign population, as well as the socio-economic impact of immigration and processes of integration, an area that has tended to receive less attention.

12. In recent years, ISTAT's work to expand the information available on migrants and their integration has continued. Emerging information needs have required reviewing current statistical information both in terms of their content and the way the data are organised. On one hand, information from a range of sources should be used when preparing statistical outputs in order to achieve greater coverage of different aspects of integration; on the other hand, information is being reorganised and the theme of integration is also explored in the input phase for producing statistical information.

13. Further important progress was also made, in terms of the wealth of information collected, during the last population census. The innovations introduced during the organisation and management of the census are changing the way of data collection from municipal records. The census provides information on individuals at a centralised level for obtaining analytical tables on a highly detailed territorial level (municipal).

14. Some important developments have also taken place in sample surveys, with both systematic surveys and periodic in-depth reports. In general, the renewed interest in surveying foreign population (their presence, behaviour and attitude) has moved hand-in-hand with the recent innovations with administrative data. The value of sample surveys has increased due to the possible future integration with administrative data sources and the sampling strategies that allow analysing an increasingly large information base. For example, municipal records are available directly at a central level, and they can be integrated with other records such as those on residence permits or children enrolled in Italian schools.

15. Until recently, ISTAT surveys have generally applied two-step casual sampling of the resident population (including foreigners), with stratification only affecting first step units. Units in the first step are the municipalities, which are stratified, while second step units are the households residing in the municipalities selected in the first step. Starting with the 2005 work force survey, the samples began to be stratified according to the need to provide an estimate of the foreign population. This approach was later extended to all sample surveys of families. In the future, for specific purposes, non-municipal records may also be used.

16. From 2005 onwards, following the reorganisation of the labour force survey and a careful examination of the correspondence between the sample and the total population (ISTAT 2006a), ISTAT published for the first time analytical data from the survey relating to the foreign population resident in Italy in terms of labour market figures (ISTAT 2006n; 2008c). From 2005 onwards, ISTAT therefore has internationally comparable quarterly figures on the market labour condition of resident foreign nationals. The survey on the second quarter of 2008 also included an ad-hoc European survey form on "Integration of immigrants and their descendants in the labour market" for foreign citizens or naturalised Italian citizens between the ages of 15 and 74.

17. The data and indicators from the labour force survey have now become an integral part of the system of information on foreigners, while the living conditions of immigrants is constantly measured through press releases and an annual report by ISTAT. An important

quality improvement was caused by the launch of sample surveys which are fundamental for measuring the process of social integration in the immigrant population and the disaggregation of sample survey results by citizenship and place of birth.

18. In 2009, ISTAT conducted an income and living conditions survey for the first time, using a sample of around 6,000 families residing in Italy with at least one foreign family member. The survey was funded by the Labour Ministry, and used the same methodological tools as those for the income and living conditions (EU-SILC) survey (questionnaires, survey techniques, correction methodology, imputation, data integration, etc.), collecting a series of identical socio-economic information. The overall picture of families including foreigners provided by this survey can, therefore, be compared with that of entirely Italian families derived from the EU-SILC survey also conducted in 2009.

19. The large number of samples allows comparing the situations in different communities (such as the conditions among Moroccan and Albanian families, often involved with the crisis-hit industrial and construction sectors, and the conditions of communities with a higher number of female workers in sectors such as domestic help, which are less affected by the crisis). ISTAT has begun analysing the data on the subset of foreign nationals drawn from the system of multi-purpose surveys on families. In 2005, the sample of the survey on health conditions and use of health services included more than 60,000 families. This survey was conducted through around 130,000 interviews involving 3,509 families of foreign nationals. The results showed a generally positive state of health, given that the immigrant population may be considered self-selecting in terms of health (only the healthiest members of the population usually emigrate).

20. The above results highlighted a need for a structured ad-hoc survey of the various aspects of integration. ISTAT, therefore, conducted the first sample survey covering a sample of 12,000 families with at least one foreign national. The survey entitled "conditions and social integration of foreign nationals" (2011-2012), and was supported by funding from three separate Ministries (Health, Interior and Equal Opportunities).

21. The survey provided a set of information that can help to improve the understanding of migration and fill the data gaps on some of the fundamental elements of the process of integration. There were numerous forms analysing specific areas of interest: the migration route of individuals and families, acquisition of citizenship and linguistic integration (of particular interest for the Interior Ministry), state of health, problems interacting with health services and the use of contraception (of particular interest for the Health Ministry), the cycle of family life, the division of roles within the couple, migratory projects and satisfaction with various aspects of life (of particular interest for the Equal Opportunities Ministry). The information is completed with figures on aspects relating to social relationships and use of cultural resources, difficulties in accessing services and possible forms of discrimination. The attention to naturalised foreign citizens was also fundamental. Estimates on these aspects are available for three large municipalities.

22. Data from sample surveys allow filling many data gaps. In fact, they have the advantage of capturing opinions, attitudes and behaviours that are not picked up by administrative sources. This survey marked a fundamental step for official statistics in understanding the presence of foreign nationals in Italy, extending the range of information available on the behaviour, attitudes and opinions of foreign nationals (including naturalised foreigners), integrating and completing the data from administrative sources currently produced by ISTAT. A survey with a sample of around 10,000 individuals on racism and stereotyping by the population against immigrants was also particularly important. This survey was also funded by the Equal Opportunities Ministry, and allowed measuring the social climate around immigrants and the attitudes towards communities.

23. The strategy of making all the statistical information on the Italian population also available on the immigrant population has meant that the survey on violence against women also includes estimates divided by nationality. A survey is currently underway on several aspects of violence against women, including that against foreign women, focussing on the six largest foreign communities residing in Italy. The survey involved considerable work during the planning phase in order to adapt the survey methods. The interviews are being conducted using computer-assisted telephone interviewing (CATI) and computer-assisted personal interviewing (CAPI) techniques. Furthermore, a specific study has been created to deal with the different cultures and related sensitivities. Specific areas of focus include early marriage, forced marriage and arrival in Italy as risk factors for violence.

24. Another delicate issue was covered in a study of the condition of people living in extreme poverty, conducted as part of a convention between ISTAT, the Labour and Welfare Ministry, the Italian Federation of Associations for the Homeless (fio.PSD) and the Italian Caritas organization, which will be repeated in 2014. The Institute conducted a survey of the homeless people who used at least one canteen or night-time accommodation service in 158 Italian municipalities during November and December 2011, and the results allow distinguishing between foreign and Italian users. The majority of homeless people in Italy are foreign nationals, although they have different characteristics to Italian homeless people (Italians tend to be older and have longer periods of stay, while the immigrants are younger and stay for shorter periods).

25. Even though the number of children born to foreign parents in Italy increases, the population with an immigrant background is not only composed of immigrants. In 2015, a specific survey will explore the theme of second generation immigrants and young people with foreign backgrounds in schools. The purpose is to collect data directly from young people at school (in addition to a control sample of Italian young people), their teachers, head teachers and families.

III. Integration among institutions: cooperation with the Interior Ministry

26. The EU regulation (EC) No 862/2007 represented a starting point to improving the statistical information about immigrants, by coordinating the work of statistical institutes and the institutions that maintain administrative records: "Currently, in many Member States, Ministries of Interior and Immigration Services do not have an accurate view of the statistics on migrants that are available, nor is there a realistic understanding of what statistics could be developed and to what timetable. Statistical services do not always have good information on current and foreseeable future needs for statistics. This poor communication is particularly damaging in that it reduces access of the statistical services to potentially valuable administrative data sources, as well as limiting opportunities for statistical services to press for statistical needs to be taken into account in the (re)development of administrative systems" [Radermacher, 2009].

27. The decisions made in Italy to adapt the statistical system to the requirements of the EU regulations have been geared towards better use of available administrative records, also through the integration of microdata from various sources. The work has gradually progressed thanks to closer communication between the two main institutions of data holders and producers of statistics on immigration in Italy: the Ministry of the Interior and ISTAT. In particular, statistics on residence permits indicated in Article 6 of the EU regulation provided an important test to seeing whether institutions were capable of collaborating.

28. ISTAT provided the Interior Ministry with the technical skills needed to ensure that data produced meet the guidelines and standards set down by European institutions. The first important result was the harmonisation of the initial procedures used to process data in these two institutions. In the past, the different procedures led to data that did not coincide.

29. Since 2008, numerous improvements of quality, timeliness and quantity of information produced were made, starting from residence permits. In particular, the availability of detailed data on individuals enables integrating archives and preparing longitudinal studies.

30. The Interior Ministry has introduced the use of official classifications (occupations, foreign states, academic qualifications) in its data collection.

31. Since 2008, the Interior Ministry and ISTAT have collaborated actively with an ongoing dialogue between experts from the two institutions during data processing. ISTAT has provided technical skills to the Interior Ministry, where the records of residence permits are held, in order to provide fast, quality information in compliance with the EU regulation.

32. The processing procedures are constantly being updated and adapted to any new needs and request from Eurostat (fig.1).

33. An intense activity of verifying coherence with internal and external registers has taken place to ensure Eurostat guidelines are met in order to produce the data required by the EU regulation. A shared document has been drafted by the two institutions, based on the Eurostat guidelines applied to Italy's specific situation - in fact, the international recommendations allow for adaptation to the various national contexts. The document sets out the data production methods to be followed.

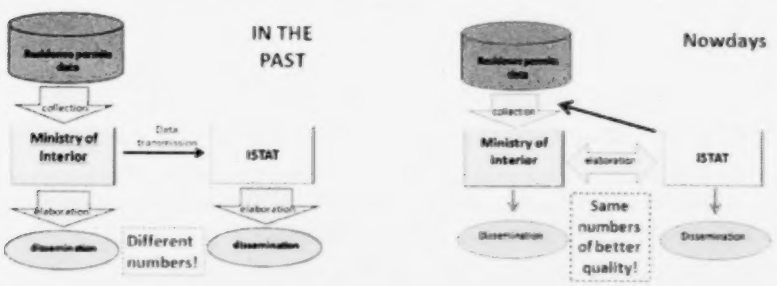
34. ISTAT has contributed to improving the quality of the data produced, also by using record linkage between registers (see figure 1).

35. This collaboration has led to the need for developing ex ante collaboration in order to continue improving the quality of data provided for regulatory and other purposes. Ex post interventions can only be "corrective", while during the data collection phase it is possible to ensure that the statistical data fully meet the information requirements.

36. In 2012, ISTAT was involved with the Interior Ministry in drafting the forms and regulations implementing Directive 50/2009 on the "conditions of entry and residence of third-country nationals for the purposes of highly qualified employment" (Blue Card). This allowed ISTAT to take "preventive" action to ensure both the quality of the administrative data collected and its compliance with international statistical requirements.

Figure 1

The cooperation with Ministry of Interior: residence permits as a starting point



37. However, residence permits represent a very rich informative base and their use should not be limited to the purposes of the EU regulation (EC) No 862/2007. ISTAT is currently working to improve the quality of information on the place of birth, which is recorded only in the form of alphanumeric information in a non-obligatory field on residence permits. This makes it difficult to process the variable, which is not standardised and sometimes missing.

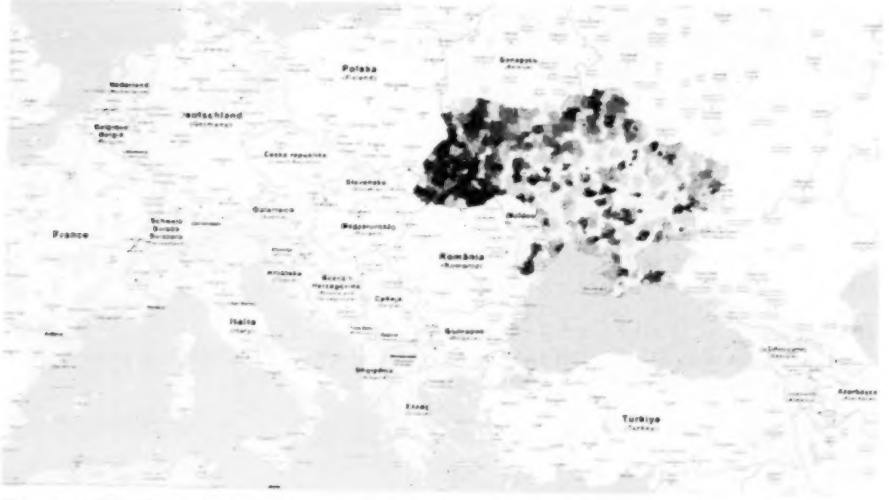
38. No assistance is currently provided when entering place names. This may lead to errors and mistakes with spelling names according to different languages used.

39. The first step in processing this information was to automatically correct the dataset. Even after this initial processing phase, the dataset continued to contain errors, especially regarding the use of notations in different endonymous languages and names not recognised in the previous phase. The information was, therefore, standardised by linking names and standard dictions contained in the database provided by the GeoNames website, which maintains 8 million place names from all over the world. The "INSPIRE" geographical portal was also used as a search engine. The correct information was then geo-codified by adding information on longitude and latitude .

40. Currently the project is still in progress, but it is possible to show provisional results. The place names corresponding to origins of migration flows and projected as points on the map, could be better represented with clusters. Once imported in a Geographical Information System (GIS) they could be summarized inside administrative sub-national boundaries and represented with a choropleth map. The map in fig. 2 shows the results of the elaboration of the information about the origin of migration flows from Ukraine to Italy.

Figure 2

Origin of migration inflows from Ukraine to Italy during 2012



Source: ISTAT provisional estimates based on the data by the Ministry of Interior

41. As part of the exchange and sharing initiative with the Ministry, the next step will be to develop a tool to allow information on place of birth to be collected correctly and shared with the Interior Ministry, without the need for ex post corrections.

42. It is important to emphasise that while Article 6 of the regulation (EC) No 862/2007 was without doubt a fundamental step towards exchanging information between ISTAT and the Ministry, it is only a starting point. In fact, other good practices have also been

introduced, both regarding data on acquisition of citizenship (Article 3, Regulation 862/2007/EC; see below) and on studying immigrant integration.

43. As mentioned above, the collaboration with the Interior Ministry has continued to develop around the theme of integration, and the Institute has funded two projects using FEI funding in order to make full use of administrative data for policy-making and for conducting sample surveys focussing on integration. Many of the results of these analyses, illustrated in the following pages, have been used mainly by the Interior Ministry itself to implement policies, together with other ministries and departments, aimed at promoting the social and economic inclusion of immigrants in the territory.

IV. Integration of data at micro-level (record linkage) for new integration indicators

44. The production of statistics in the social field is also going through some profound changes due to the increased availability and usability of administrative registers. In fact, in recent years administrative databases have considerably expanded. Registers have significantly improved in terms of the completeness, timeliness and quality of the information collected (although there is still a lot of room for improvement). This increased quantity of data requires the use of record-linkage techniques. Now that administrative documents are easier to transform into statistical data, it is also easier to link data both cross-sectionally (between different archives in the same period) and longitudinally (applied to the same archive over different periods). As a result, the available indicators, also longitudinal, have enriched. Residence permits may be considered the most important administrative data used for statistical purposes in socio-demographic statistics. ISTAT has been working on the residence permits register for some time, applying record-linkage techniques in order to add value from a "longitudinal" point of view. This approach allows understanding the development of migratory flows in time and space by following specific groups of new arrivals. In fact, integration follows a well-defined process. The possibility of integrating data from different sources also allows observing the phenomenon in all its aspects (presence, employment, health, etc.) without increasing the burden of respondents. The goal is to construct an observatory for analysing different migratory routes and models followed by immigrants.

A. Administrative data from the same source

45. Administrative data sources are already widely used for migration statistics, but it seems possible, by developing statistical harmonization and integration strategies, to make better use of the collected data. Production of social statistics is undergoing major changes due to the increased availability and accessibility of administrative registers and improved information and communication technology (ICT). The new technologies for treatment of individual data, in fact, have enhanced the expansion of administrative databases.

46. An example of the useful longitudinal indicators is included as a core indicator of the Zaragoza Declaration, namely the proportion of long-term residents to total residents.

47. It should be noted that the EU regulation requires the provision of statistical data on the number of long-term residents seeking citizenship (Article 6(1)(b)). However, this indicator, calculated on the basis of residence permits, has several limitations that need to be considered. In particular, the "cross-sectional" calculation can give rise to misleading results when nationalities with different average lengths of stay in the country are compared. Table 1 presents the situation for the main communities present in the country,

calculating the share of long-term residents in relation to various possible reference populations.

48. The first and most direct way to calculate this share is to compare long-term permit holders to the total number of residence permits currently valid for the same period. The results of this calculation are given in the first column of the table and show that the East European communities, which only began to establish themselves as a major presence in the country since 2004, have a lower than average share of long-term residents: Moldova, in fact, amounts to 39.3 per cent and Ukraine 49.3 per cent, whereas the overall figure is 54.6 per cent. Communities such as Moroccans and Albanians, whose migratory process has been under way for a longer period, have higher than average values, amounting to 64.4 per cent and 66.3 per cent respectively. It would be mistaken, however, to attribute this difference entirely to migration patterns that involve a less-rooted presence; as is well known, the integration process unfolds over time and the most appropriate study approach to capture this aspect is a longitudinal one. If, in fact, the cohort of new permit holders from 2007 is used as the reference population, i.e. the total arrivals for that year or only those that are still living in Italy in 2013, the gap is noticeably reduced, particularly for Moldavians.

49. This simple example, beyond the specific aspect considered, shows that in the coming years it will be increasingly important to calculate this indicator using also a longitudinal approach, identifying the potential beneficiaries in relation to whom the share of those who have actually applied for and obtained a long-term permit is to be calculated.

Table 1

Long-term residents according to citizenship (percentages)

Citizenship	Share of long-term residents 2013 stock (total)	Share of long-term residents 2013 stock (holders only[2])	2007 entries (holders only*)		
			% still present in 2013	Percentage of long-term residents from the total flows for 2007 present in 2013	Percentage of long-term residents of total flows for 2007
Morocco	64.4	59.1	66.8	27.2	18.2
Albania	66.3	63.8	69.9	29.6	20.7
Ukraine	49.3	49.3	75.4	20.5	15.4
Moldova	39.3	38.6	76.2	20.8	15.9
China	39.0	34.4	74.9	5.9	4.4
India	52.1	45.4	60.9	25.5	15.5
Bangladesh	53.7	46.5	70.5	18.9	13.3
Philippines	49.5	47.5	55.2	8.9	4.9
Sri Lanka	52.3	47.2	72.2	13.7	9.9
Peru	50.5	48.5	68.8	17.5	12.0
Tunisia	66.2	59.4	52.3	28.9	15.1
Total	54.6	50.4	63.2	22.5	14.2

Source: ISTAT processing of Interior Ministry data.

[2] The figure refers only to residence permit holders and does not count those included on the permit of another person; in particular, children under 14 years are excluded. At present, no tax identification number is listed in the Interior Ministry archives for accompanied minors below 14 years of age, and it is therefore not possible to implement the record linkage procedures used for residence permit holders.

50. Linking between data from the same register but analysed at different times also provides indications on the strength of the roots of immigrants in the country and the dynamics of the immigrants' movements within the country.

51. First, it is possible to highlight the Italian provinces that attract immigrants from abroad and those that can "hold" immigrants on their territory. It is well known that some areas are a gateway to the Italian territory and then do not become actual settlement areas for foreigners.

52. The 66.7 per cent of the non-EU citizens entering in 2007 had a valid permit in 2012 (Table 2). All the top ten communities have shares of stay in Italy above average. Particularly stable are those coming from Moldova and Ukraine, with a share close to 80 per cent. In line with the findings for the long-term stays, Filipinos appear as a community more unstable, with retention rates in Italy below the average (61.2 per cent). In general, women are more likely to remain in the country: only in the case of Bangladesh, Sri Lanka and the Philippines, the share of women in Italy is still slightly lower than that found among men.

53. The proportion of people who stay on the Italian territory is around 67 per cent for all areas of entry, except in the case of islands, where the percentage drops to 56.1 per cent. However, considering each community, we can see some interesting differences: for example, Moroccans and Albanians have the highest retention rates in the event that the first permit has been issued in the Northwest.

54. Non-EU citizens who remain in Italy are particularly mobile; over the period about 20 per cent of the collective entered in 2007 renewed the permit in a province other than the province of entry. The higher mobility has affected the Chinese who in 62.6 per cent of cases have renewed the permit in a province other than the province of first release of their residence permit. Very mobile are also citizens of Bangladesh, who have changed the province for 32.8 per cent of cases. Much more stable on the territory are the citizens of Ukraina, Moldova and the Philippines, with shares of renewals in different provinces less than 12%; in general, those are citizenships for which the proportion of women, who have a lower propensity to displacement (15.5 per cent against 24.7 per cent of men), is higher.

55. The information is based on the province in which the residence permit in 2007 was obtained; the renewal was recorded in the database at the beginning of 2012. It does not necessarily coincide with the province of residence.

Table 2

Non-EU citizens entering Italy in 2007: share still present at January 2012 and share of permits renewed in a province other than the one of entry between 2007 and 2012 by sex and top ten citizenship, years 2007-2012, per cent

First ten citizenships	Non-EU citizens entering Italy in 2007					
	share still present at 1 January 2012 %			Share of permits renewed in a province other than the entry between 2007 and 2012 %		
	M	F	MF	M	F	MF
Morocco	66.3	73.7	69.4	23.6	15.8	20.2
Albania	68.5	76.8	72.0	15.1	8.9	12.3
Ucraina	65.6	82.3	79.0	8.0	11.3	10.7
Moldova	71.3	81.7	79.0	10.7	11.8	11.5
China	74.7	75.4	75.1	64.0	61.2	62.6
India	61.5	66.4	63.1	29.8	13.2	24.2
Bangladesh	75.1	72.3	74.7	37.4	6.7	32.8
Philippines	61.5	61.0	61.2	10.0	12.1	11.3
Sri Lanka	75.3	73.4	74.6	31.0	20.3	27.1
Peru	71.9	76.3	74.7	10.3	13.4	12.3
Total	**62.1**	**71.4**	**66.7**	**24.7**	**15.5**	**19.8**

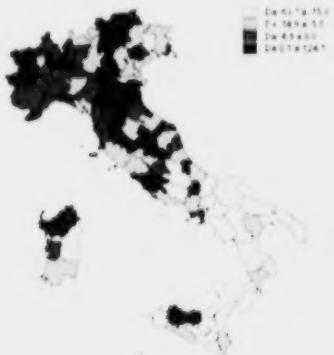
Source: Istat on data of Ministry of Interior
data are referred to the place of issue/renewal of the permit

Figure 3

Share of non-Eu citizens entering Italy in 2007 and present in the same province in 2011 and percentage change in the presence of non-EU citizens in the province entering Italy in 2007 between 2007 and 2012[1]

January 1st, 2012, percentages

Percentage changes between 2007 and 2012



Source: ISTAT on data of Ministry of Interior

56. The proportion of people who renewed the permit in another province also changes substantially depending on the area of entry. Those who have obtained the first residence permit in the north-west have moved in 17.1 per cent of cases. Among those who have obtained the first legal residence in the South the proportion of those who have moved is more than 29 per cent.

[1] Data are referred to the place of issue/renewal of permit

57. Different communities follow different settlement patterns on the Italian territory with levels of concentration characteristics [Conti et al., 2012; ISTAT, 2009]. The picture that is gathered through the cross-sectional data (stock) is the result of sedimentation on the territory of both flows from abroad and internal dynamics of migration. The record-linkage, reconstructing the paths of migrants from the moment of their arrival in Italy allows us to connect international migration to internal mobility. Two case studies include: Chinese and Ukrainian (fig.4 and fig. 5). In the case of the community more mobile within the cohort of immigrants in 2007, the Chinese, the path appears of great interest. The graph, in which the thickness of the lines indicates the importance of travel and the arrows indicate the direction of the flow, highlights, as expected, that Prato province is the centre of the network of movements and has always recorded a large share of the Chinese presence.

Figure 4
Network of Chinese entering Italy in 2007, mobility between 2007 and 2012

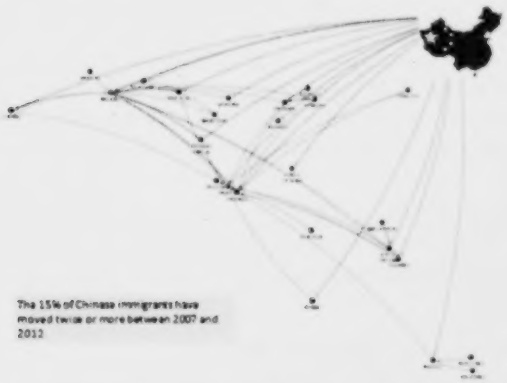


Figure 5 [a]
Network of Ukrainian entering Italy in 2007, mobility between 2007 and 2012[4]

Source: ISTAT on data of Ministry of Interior

[4] Data are referred to the place of issue/renewal of the permit – only the most relevant flows are represented

B. Administrative data from different sources

58. An example of cross-sectional linkage of different sources regards the production of data on acquisition of citizenship (figure 6).

59. The EU regulation has already required information on "persons having their usual residence in the territory of the Member State and having acquired during the reference year the citizenship of the Member State and having formerly held the citizenship of another Member State or a third country or having formerly been stateless, disaggregated by age and sex, and by the former citizenship of the persons concerned and by whether the person was formerly stateless."

60. At the time the Regulation came into force, the sources on the acquisition of citizenship in our country did not allow the required data to be directly produced with the necessary breakdowns. The Ministry's microdata, while providing all the necessary detailed variables, does not cover acquisitions of citizenship by transmission from parents or those by foreigners born in Italy who choose to acquire citizenship at the age of 18. In the case of the survey conducted by ISTAT based on municipal registers, while the data available showed all the acquisitions of citizenship by residents in Italy, it did not provide the necessary breakdowns. During the first years in which the Regulation was in force, therefore, steps were taken to provide estimated figures based on the integration of the two sources. It should also be noted that microdata was not available in the case of the ISTAT survey.

61. In early 2011, a series of activities were launched to improve the information produced and make it more responsive to the needs of the country. In particular, the set of sources used and the variables considered were increased and the estimating methods were changed.

62. The following data sources became available for use:

(a) Two municipal population registers (LAC – liste anagrafiche comunali): one extracted on 31 December 2010 and one updated to 8 October 2011;

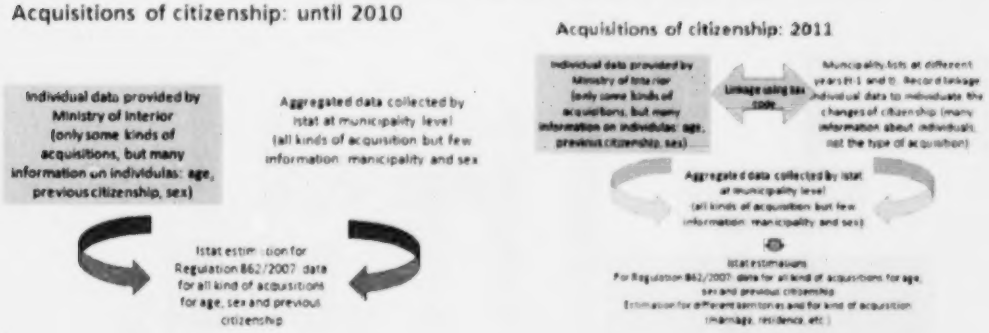
(b) Individual Ministry of the Interior data sets, complete with tax identification numbers;

(c) Data from surveys and calculations regarding the foreign resident population and its movements.

63. The various data sets were linked together using record linkage techniques. At an initial stage, tax identification numbers were used as a key. Deterministic linkages were subsequently created using different sets of variables. Ministry of the Interior data was linked to municipal registers to recover the reason for acquisition in the greatest possible number of cases. In this case, the naturalisations were only for reasons of "marriage" or "residence". The record linkage between the two subsequent municipal population lists allowed the recovery and acquisition of adults that were not registered in the Ministry dataset, acquisitions of children granted citizenship by transmission and acquisitions of persons born in Italy to foreign parents who chose Italian citizenship at eighteen years of age. The estimation process was concluded through the use of probabilistic techniques to complete the missing information. The relationship between ISTAT and the Ministry has been of fundamental importance in this improvement process, with both bodies seeing the importance of working together to improve the quality of information regarding an aspect that has become important for the monitoring of active citizenship.

Figure 6

Methods for surveying acquisition of citizenship since 2011


Acquisitions of citizenship: until 2010
Individual data provided by Ministry of Interior (only some kinds of acquisitions, but many information on individuals: age, previous citizenship, sex)
Aggregated data collected by Istat at municipality level (all kinds of acquisition but few information: municipality and sex
Istat estimation for Regulation 862/2007: data for all kind of acquisitions for age, sex and previous citizenship
Acquisitions of citizenship: 2011
Individual data provided by Ministry of Interior (only some kinds of acquisitions, but many information on individuals: age, previous citizenship, sex)
Linkage using tax code
Municipality lists at different years (t-1 and t): Record linkage individual data to individuate the changes of citizenship (many information about individuals, not the type of acquisition)
Aggregated data collected by Istat at municipality level (all kinds of acquisition but few information: municipality and sex)
Istat estimations
For Regulation 862/2007: data for all kind of acquisitions for age, sex and previous citizenship
Estimation for different territories and for kind of acquisition (marriage, residence, etc.)

64. ISTAT is currently developing a project using different administrative data sources for the study of the integration of foreigners in Italy in a multidimensional and longitudinal perspective.

65. Considering internal mobility, it is interesting to note that different signals of presence in a certain area can be detected. Different registers can provide non-consistent information, but not necessarily they are wrong or outdated.

66. Migration phenomena have become more complex in recent years; there are new and different forms of migration and new kinds of migrants (e.g. circular migration, transnational migrants) also favoured by changes in the law and in particular by the introduction of free movement in Europe.

67. Even internal mobility phenomena are becoming increasingly complex. In "liquid society" [Bauman, 2000] in which everything changes very quickly, the coincidence of the "residence registry" with the "usual residence", especially for certain social categories such as foreigners (but not only), is less obvious than in the past.

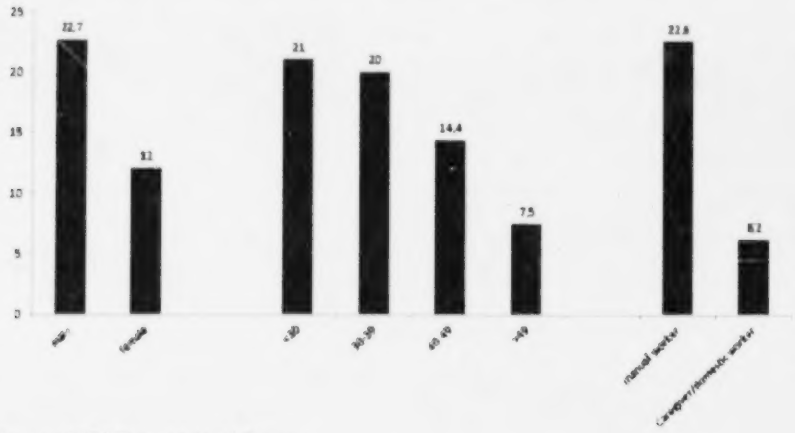
68. As for other phenomena, the study of internal mobility through the use of a single source - often municipal registers - may not fully capture the phenomenon and leave out forms of mobility of great importance for foreigners.

69. Multiple sources enable considering the different forms of migration that have significant consequences on the economic and social dynamics of the host countries and of the departure country. The use of multiple crossed data sources offers a better view of the complexity of the phenomena. For example, the province of issue of the residence permit may often not be the one in which you work.

70. A first experiment was carried out through a record linkage between the residence permits and the archive of domestic workers and workers employed by the Social Security register (INPS). Considering the first ten citizenships of people entered in Italy in 2007, it turns out that about 17 per cent of people considered (64,046) works in a province other than that in which the residence permit was issued. The share is more significant for men (23 per cent) than for women (12 per cent) and among young people. The manual workers are also more "mobile" in the area compared to domestic workers and caregivers (figure 7).

Figure 7

Non EU citizens registered in Social Security (first ten citizenships) in a province different from the one of issue/renewal of the residence permit



Source: ISTAT, provisional figures

C. Integrating surveys and administrative data

71. The final aim of the linkage is to create a database of people with an immigrant background that offers us the possibility of following individuals over time for a longitudinal analysis. The core of this system is represented by the data from regular administrative registers, periodically integrated with information from surveys.

72. In order to work, the system must be activated right from the moment of the sampling, extracting the units from nominative records such as municipal registers.

73. Some initial experiments, both ex ante and ex post, have so far been conducted successfully. The first, conducted during the data collection phase, was performed by linking the survey samples with the results of the 2011 population census in order to update the home addresses of the foreign families to be contacted, which are highly mobile within the territory and therefore difficult to trace. In the second case, the individual sample information was linked to municipal registers in order to check and control the results.

74. An important experience has been gained in the past and will shortly be repeated in healthcare, with a specific focus also on foreign nationals. The data from the sample survey on health (see above) were linked to the data on hospitalisation (hospital discharge forms) and those from the survey on Causes of Death. The linkage allows following-up on interviews with a longitudinal approach and expanding knowledge of relations between social, health, lifestyle and requests for assistance by the people interviewed and the risk of illness recorded during hospital stays or mortality after the interview. The experience was acquired through the 2000 survey, and the follow-up on the sample surveys in 2005 and 2012. For the future, ISTAT plans to use the same approach to integrating administrative data (hospital discharges and cause of death) with individual records from the 2011-2012 survey on conditions and social integration of foreign citizens.

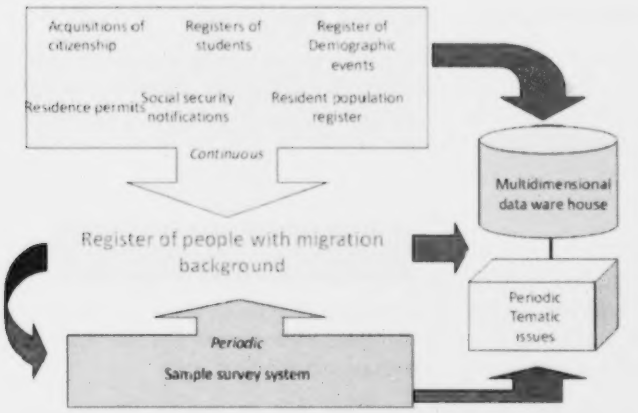
75. In fact, ISTAT is moving in the direction of linking records between administrative and sample sources to create a dialogue between the "longitudinal" potential of the former with the enormous wealth of information of the latter, often including information on behaviours, attitudes and opinions that is impossible to find in the registers. The record linkage between administrative sources and sample surveys could also help to overcome the

problems associated with requests to integrate administrative data collection forms with new information, especially when the request is for the purpose of producing statistics and analyses, and the information is not relevant to the purposes of the register itself.

76. It would also be useful for developing a systematic and integrated approach to immigration statistics required for policy-making and for reducing the costs of conducting official statistical surveys.

77. This is another motive for promoting collaboration between the institutions managing administrative registers and surveys.

Figure 8
Micro-data next steps towards integration



V. Integrated dissemination

78. Since June 2013 an information system dedicated to the theme immigrants and new citizens has been online. The idea is providing an instrument for:

(a) Exploiting the multidimensional statistics;

(b) Giving a single access point to data (multi-source) on immigration and integration;

(c) Disseminating complete information: metadata can make statistics easier to read;

(d) Offering interactive and dynamic instruments in order to satisfy the growing information needs on migrations.

79. The main body of the system is the thematic data warehouse. The system was divided into eight thematic areas: population and households, health, households economic conditions and disparities social security, labour, education and training, social participation and crime.

80. The Data Warehouse component of the system is based on the technology of the Organisation for Economic Cooperation and Development (OECD) with their data warehouse: OECD.Stat. It is a software platform for statistical services also adopted by ISTAT to its data warehouse I.Stat. The data are presented in multidimensional tables. Metadata facilitate the understanding of statistics by the users.

81. In addition to the thematic data warehouse, the system offers a number of advanced tools for custom display and integrated information. The dynamic graphs enable observing

the evolution of the phenomena of interest in comparing the different communities and different territories. The data visualization through maps allows us to consider, in an interactive way, the territorial distribution of the foreign population and guidelines of the major internal and international migration flows. Multi-source comparison tables allow the user to view, in an interactive way, some indicators allowing immediate comparisons between Italians and foreigners and between the main communities.

82. The system also offers information on Eurostat data production, national and international legislation, glossary, classifications used, description of the statistical sources. A large section of the system is dedicated to projects which the Institute is carrying out together with some important bodies such as the Interior Ministry. Products published, collected and systematised by ISTAT. The system is intended to represent a step forward towards data sharing. It offers a "widget" for sharing tables and graphs, and has the advantage of providing immediate updates of the data on external pages.

83. The goal is to realize an integrated individual register of foreign population in Italy; it should allow us to follow the paths of demographic and social changes among foreigners and naturalized foreign nationals, and form a basis for carrying out periodic sample surveys on specific sub-populations and/or specific themes.

VI. Perspectives

84. The statistics on migration, at European level, have taken fundamental steps forward over the past decade. With the entry into force of the EU Regulation (EC) No 862/2007, it became necessary to continuously monitor the dynamics of migration and the presence of foreigners. This makes political planning easier with regard to migration.

85. However, some issues remain open, also in terms of basic statistics. These include the inability, to date, to build matrices for many countries, relative to origin-destination of migration flows, by putting together data from collection processes conducted in different countries. In fact, despite the strong push to harmonise definitions, the possibility of studying migration flows within EU through the integration of data sources across countries is not easy. Instead, it is of paramount importance – both for the analysis of migration of EU citizens and also for a examination of the mobility of non-EU citizens in EU – that a European system for monitoring migration shall be constructed. In particular, in the case of residence permits, the need to trace the paths of immigrants from third countries is now evident. In fact, the economic crisis pushes foreigners to look for opportunities in EU, while the current systems do not allow for timely measurement of such movements.

86. A commitment by each country is important for improving migration statistics and not only is coordination essential but, above all, taking action to construct an integrated data collection system should be promoted (especially by the Ministries) at supranational level. In order to be able to move forward effectively, the transforming administrative data into data that can be used in statistical production, needs not only recognition, but also requires sensitization of the institutions holding administrative data. They should be urged to improve the procedures of data collection and initial processing. They also need to use classifications and procedures common with official statistics.

87. The EU regulation assigns to the national statistical authority, designated by each State, the responsibility of coordinating, at national level, all activities linked to the development, production and dissemination of European statistics.

88. This role must be reinforced, so that the Ministries also consider the statistical function as a priority and not just as "additional" with respect to the functions attributed to the collection of administrative data. In this sense, the partnership between Community

statistics, namely the Commission (Eurostat) and the national statistical institutes ("the NSIs") mentioned in this regulation, can play a key role.

89. This transition implicates a major step towards developing migration statistics to serve monitoring integration, with the additional goal of making them more efficient and effective. The dialogue that has been established between policy makers and statisticians in Italy and other countries must be promoted at European level by establishing common tables (key statistics for migration policies) for all countries. During the meetings of Eurostat working groups, statistical institutes have met experts from ministries (especially from interior ministries). The dialogue should, however, be more widely promoted towards a broader participation of statistical institutes in discussions where data needs of policies are discussed.

90. Too often the policy makers ask for the intervention of statistics ex-post, when data are needed to monitor the efficiency or effectiveness of measures. Often the need to identify statistical indicators is not taken into account in the planning phase so as to have suitable data for monitoring policy measures. Italy's experience has led to a positive practice, to pursuing collaboration from the beginning. Ministries do not always have adequate resources for putting emphasis on their statistical functions alongside with their governance work. The requirement of migration policies towards statistics should be taken into account already in planning the collection of administrative data.

91. Stronger involvement of the statistical institutions in the activities of international networks that take action in the collection of comparable information on migration, would undoubtedly lead to a greater possibilities for analysing migration - the extent of foreign presence, migrant characteristics, behaviour and – increasingly – the paths of integration.

92. Due to the recent ICT advancements, building a European register of people from third countries living in EU does not appear to be an impossible task. Instead, it should be a goal to strive for, in order to serve migration policies. Of course, in order to achieve this, not only statistical expertise is necessary, but also the awareness, on the part of those who handle administrative registers in countries, of the usefulness of the information that is collected. In Italy, there are some "keys" – like the fiscal code – that allow connecting between different registers. This enables linking persons between different datasets, observing their stay on the Italian territory and also their mobility. Something similar might be accomplished at European level, perhaps starting from the integration of data on residence permits, which are an important basis for migration statistics.

93. At the same time, integration of immigrants to the host societies is becoming more important for policy makers. In this sense, it will be important to continue along lines of the Zaragoza Declaration, not only by enriching the indicators produced, but also by measuring the core indicators in time. An example is the indicator for the proportion of long-term residents that, in Italy, has increased lately, partly due to the difficulty of erasing from the registers, those people with long-term permits who may have returned to their own countries. The problem of the actual presence of residents with long-term residence permits is not trivial and, at the moment, concerns both those who have moved to another country (in EU or elsewhere) and those who return to their country of origin. Incidentally, this is one of the few indicators, currently calculated in most countries, for the aspect of active citizenship that appears to be particularly delicate.

94. The creation and enrichment of sample surveys is essential for the multidimensional study of integration. In this sense, more focus on specific "subpopulations" is needed – also during sampling.

95. For many countries, second generations of migrants and their integration is also an area where statistical data is needed. It is crucial that statistics allow monitoring integration of migrants with specific indicators. In addition to ad-hoc surveys that enable thematic

insights, it is important that the surveys from which the indicators of integration of Zaragoza and additional indicators originate shed light to studying these issues.

96. Although the second generation migrants represent a particularly important population subgroup, other populations too require specific indicators and representation in statistical surveys. EIF together with the existing European funds for refugees and for repatriation will soon become part of the Asylum and Migration Fund, with a more global approach to the issue of migration, also drawing attention to refugees and asylum seekers, another category for which it seems increasingly important to implement strategies for the development of ad-hoc measurement.

97. In terms of sample surveys, it is necessary to try to develop, at international level, ad-hoc surveys which do not necessarily have to involve all countries, but that can be implemented in some Member States with similar data needs and common considerations both statistically and at the political level. The heterogeneity of experiences on the subject of immigration means that different countries are facing different aspects of migration and have different requirements with respect to the migration statistics. The Italian experience of the survey on homeless people or that on discrimination, for example, could be repeated in other countries, with the possibility of exchanging best practices at international level. Therefore, international organisations should play a role in coordinating the work forward and sharing country experiences towards common solutions and not just an experience of a single country.

98. In short, what seems necessary, is an integrated approach internationally. In addition to the four points listed at the beginning of this report, relative to the meaning of the term 'integration', another point to be added, from an international perspective, is that of the importance of greater integration between the various EU countries. In this context, a key role can only be played by the supranational institutions that may be able to promote harmonization, dialogue, exchange of best practice and establishment of working groups for the development of migration statistics. An even stronger role is required from international organisations and EU institutions, in the field of administrative data, to promote progress towards an integrated system of microdata. Such a system could make it possible to measure the presence and movements of migrants in the countries.

99. Enhancing the role of statistics for the programming, monitoring and evaluation of policies is fundamental. National institutions should contribute to the construction of an integrated European system of migration statistics. In a period when obtaining new resources is difficult, integration of data, processes and institutions' actions seems to be a useful path to take in facilitating integration of migrants.

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